

US Government Interagency Humanitarian Demining Strategic Plan



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**The Interagency Working Group
On Humanitarian Demining**

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Executive Summary

This document contains the United States Government (USG) Interagency Humanitarian Demining Strategic Plan. The plan was developed, coordinated, and approved by the Interagency Working Group (IWG) on Humanitarian Demining. It provides the strategy and implementing methodology to develop a more effective and better integrated humanitarian demining program that helps selected countries relieve human suffering and develop indigenous demining capability, while promoting U.S. political, security, and economic interests.

The Strategic Plan lays the foundation for improving Interagency coordination and synergy by formally documenting:

- Vision, goals, and objectives of the USG humanitarian demining program and the means employed to achieve them (Chapter 2).
- Roles and responsibilities of the IWG and those of its member and participating departments and agencies (Chapter 3).
- Methodology and planning timeline to coordinate and implement interagency activities within the context of the USG humanitarian demining program (Chapter 4).

The appendices supplement the plan and detail the process for selecting, developing, and managing assistance efforts for countries included in the U.S. program (Appendix A); provide an overview of humanitarian demining program funding (Appendix B); contain a glossary (Appendix C) and selected bibliography (Appendix D); and include copies of the White House press release announcing the President's anti-personnel landmine policy (Appendix E), the Secretary of Defense memorandum for implementation of the President's decision on anti-personnel landmines (Appendix F), and the current IWG Charter (Appendix G).

This plan is designed to be a living document. It will be modified and updated as the IWG develops and implements the U.S. Government's humanitarian demining program.

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Chapter 1. Introduction

Landmines affect almost every aspect of life in states recovering from conflict. They maim or kill innocent civilians, obstruct emergency assistance, hamper economic development, and prevent refugees and displaced people from returning to their homes. They also leave a legacy of disabled.

The purpose of the U.S. Government (USG) humanitarian demining program is to assist selected countries to relieve human suffering and develop an indigenous demining capability while promoting U.S. interests¹. To achieve program goals, the USG must balance its political, military, technological, and economic capabilities with available resources.

"We must end the carnage caused by anti-personnel land mines, the hidden killers that murder and maim more than 25,000 people a year....Our children deserve to walk the Earth in safety."

Remarks by President Clinton in his address to the 51st General Assembly of the United Nations, September 24, 1996

The Interagency Working Group (IWG) on Humanitarian Demining is charged with identifying which countries receive U.S. demining assistance, determining the type and amount of that assistance, integrating U.S. assistance programs with those of international and nongovernmental communities, and overseeing the allocation of U.S. demining resources.

The U.S. Government has taken a leadership role in the international community to eliminate anti-personnel landmines and to increase demining assistance to affected countries. In May 1996, President Clinton announced a new U.S. initiative to achieve a global ban on anti-personnel landmines (Appendix E). At the same time he directed the Department of Defense (DOD) to significantly expand its humanitarian demining program, to develop improved mine-detection and clearing technology, and to share this new technology with the international community. In June 1996, the Secretary of Defense directed DOD to fully implement the President's new policy (Appendix F). The President's intent is to provide increased USG humanitarian demining assistance to countries suffering from the presence of landmines.

The Interagency Humanitarian Demining Strategic Plan provides the roadmap for interagency (all USG departments and agencies) coordination and synergy. The plan establishes:

- Vision, goals, and objectives for the USG humanitarian demining program and the means to achieve them (Chapter 2).
- Roles and responsibilities of the IWG and those of its member and participating departments and agencies (Chapter 3).
- Methodology and planning timeline to coordinate interagency activities within the context of the USG humanitarian demining program (Chapter 4).

¹ Current legislation prohibits US military personnel from entering live minefields.

The appendices supplement the plan and detail the process for selecting, developing, and managing assistance efforts in countries included in the U.S. program (Appendix A); provide an overview of humanitarian demining program funding (Appendix B); contain a glossary (Appendix C) and selected bibliography (Appendix D); and include copies of the White House press release announcing the President's anti-personnel landmine policy (Appendix E), the Secretary of Defense memorandum for implementation of the President's decision on anti-personnel landmines (Appendix F), and the current IWG Charter (Appendix G).

Chapter 2. Vision, Goals, and Objectives

The starting point for providing greater interagency coordination and program synergy is the vision, goals, and objectives of the humanitarian demining program.

Vision —Relieve suffering from the adverse effects of landmines while promoting U.S. interests.

Goal 1 —Promote human welfare through mine awareness and training.

This goal focuses on the health, safety, and well-being of the host country's population. It includes:

- Reducing human suffering.
- Preventing humanitarian emergencies (e.g., famine).
- Mitigating the impacts of landmines on returning refugee populations.
- Reclaiming land and reducing impediments to mobility and commerce.
- Strengthening the country's social and economic structure.
- Establishing or reestablishing government infrastructure and services.
- Reducing the expenses related to treating and rehabilitating the injured.

Objective 1 —Reduce civilian casualties.

This objective is achieved through mine awareness, minefield survey, minefield, marking, mine clearance, and medical training programs.

Objective 2 —Allow refugees and displaced persons to return to their homes and pursue lives free from fear of landmines.

Means to achieve this objective include:

- Focusing on activities that support the safe return of refugees and displaced persons, especially by reclaiming infrastructure and agricultural land.
- Considering the dynamics of the refugee and displaced persons populations (e.g., size, propensity to return to mined areas or areas perceived to be mined, the medical status of the returnees, and food and shelter available).
- Encouraging engagement of and cooperation between the host country ministries of health, defense, education, and information (or their equivalents).

Objective 3 — Encourage international efforts to assist in medical infrastructure development programs.

Means to achieve this objective include encouraging governments and international organizations (IOs) to contribute towards indigenous medical infrastructure development, including in-kind goods and services supporting:

- Revitalizing of hospitals and medical centers.
- Establishing landmine victim assistance and training.
- Developing of civilian emergency telecommunications.
- Provisioning and training demining medical staffs.

Goal 2 — Promote U.S. foreign policy, security, and economic interests.

The interests of the USG include:

- Strengthening U.S. relations with other governments.
- Strengthening the host country's national stability.
- Fostering peace, security, and political stability.
- Protecting human rights.
- Accelerating detection, marking, and destruction of mines.
- Enlarging the family of democratic nations.
- Improving access and training opportunities for U.S. Armed Forces.
- Improving U.S. prosperity.

Objective 1 — Enhance the host country's stability.

Means to achieve this objective include:

- Prioritizing demining assistance based on the host country's needs.
- Integrating U.S. Agency for International Development (USAID) plans to undertake limited demining operations in emergencies or for transition assistance.

Objective 2 — Establish sustainable indigenous demining programs.

Means to achieve this objective include:

- Reducing reliance on foreign intervention and assistance.
- Developing agreed upon country program goals, objectives, and U.S. exit strategy.
- Implementing a public diplomacy program.

Objective 3 — Encourage international cooperation and participation.

Means to achieve this objective include:

- Coordinating demining efforts with other countries in or out of the region, host country elements, IOs, regional organizations, nongovernmental organizations (NGOs), and private voluntary organizations (PVOs).
- Establishing communication mechanisms with other countries and organizations (e.g., U.S. representation at demining fora).

The diffusion of roles and responsibilities among demining participants requires significant coordination and program synergy. The IWG facilitates this effort. The following chapter discusses the membership, roles, and responsibilities of the IWG.

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Chapter 3. The Interagency Working Group on Humanitarian Demining

On September 13, 1993, the National Security Council directed that the Department of State establish an Interagency Working Group on Land Mines and Demining (Appendix H). The implementation of this directive resulted in the establishment of core concepts for the USG humanitarian demining program and marked the beginning of a coordinated USG program to address the problems landmines pose to the stability and development of nations recovering from conflict.

Interagency Working Group Participants

IWG participants include:

- National Security Council.
- White House Office of Science and Technology Policy.
- Deputy Assistant Secretary of State for Political-Military Affairs and representatives from the Bureau of Political-Military Affairs; Bureau of Population, Refugees, and Migration; and the regional bureaus.
- Deputy Assistant Secretary of Defense for Policy and Missions, Office of Special Operations and Low-Intensity Conflict, and representatives from the Office of the Undersecretary of Defense for Acquisition and Technology; Office of the Assistant Secretary of Defense for International Security Affairs; and the Defense Security Assistance Agency.
- Organization of the Joint Chiefs of Staff and representatives from the geographic combatant commanders and Services.
- United States Agency for International Development.
- United States Information Agency.
- Central Intelligence Agency.

Interagency Working Group Objectives

The IWG develops and coordinates humanitarian demining policy and programs and oversees the allocation of demining assistance resources. In 1995, as a result of organizational changes, the responsibilities for humanitarian demining and landmine control were separated. The IWG is now responsible primarily for humanitarian demining. It has no permanent staff or separate funding, and meets quarterly, or more often if required. Coordination is informal and conducted at the subgroup level. There are two subgroups: one addresses policy and plans and the other addresses research and development (R&D). The subgroups meet as needed.

Interagency Roles and Responsibilities

The principal IWG departments and agencies have their own legislative and funding authorities. This plan identifies their differing roles, responsibilities, and interests and provides a framework for developing a cohesive, coordinated humanitarian demining program.

National Security Council (NSC) Role

- Oversees development and implementation of humanitarian demining policy.
- Ensures that the interagency meets the President's policy objectives.
- Provides policy guidance to the interagency in assessing priorities and eligibility for humanitarian demining assistance.
- Supports the interagency in obtaining resources and requirements to meet USG program objectives.

White House Office of Science and Technology Policy Role

The office ensures that U.S. humanitarian demining research and development activities are coordinated with relevant R&D activities conducted by the U.S. government and other R&D performers.

Department of State Roles

Bureau of Political-Military Affairs (DOS/PM)

- Acts as lead agency in coordinating U.S. humanitarian demining activities worldwide.
- Chairs the IWG on humanitarian demining and the IWG policy subgroup.
- Initiates the process of determining eligibility for U.S. humanitarian demining programs and participates with other organizations throughout the determination process.
- Coordinates with the U.S. embassy in a potential recipient country to generate formal requests for demining assistance from that country's government. Coordinates demining-related matters with the embassy throughout the demining effort.
- Deconflicts funding priorities among and between participating organizations to maximize use of resources and to avoid duplication.
- Coordinates with DOD on U.S. participation in international demining research and development efforts. Provides and coordinates representation at gatherings focusing on mine location and disposition technology.
- Provides reports and assessments to Congress and appropriate entities of the Executive Branch on the global landmine situation.

- Approves Foreign Military Financing (FMF) grant funding to host countries for the purchase of defense articles and services (including training and logistical support) through the Foreign Military Sales (FMS) program.²

Bureau of Population, Refugees, and Migration (DOS/PRM)

- Supports the mine awareness and mine clearance activities conducted in connection with refugee repatriation and reintegration programs of the United Nations High Commissioner for Refugees (UNHCR) and other relevant organizations.
- Coordinates, through IWG participation, with other USG agencies on the prioritization of demining and mine awareness activities.
- Supports programs to assist landmine victims.

Department of Defense Roles

Office of the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict (OASD(SO/LIC))

- Acts as DOD's lead humanitarian demining agency by exercising overall responsibility for DOD humanitarian demining programs conducted pursuant to Title 10, U.S. Code, Section 401.
- Provides the Vice Chair of the IWG, chairs the R&D subgroup, and oversees humanitarian demining research and development activities.
- Develops and implements a DOD humanitarian demining program based on presidential, congressional, IWG, and DOD policy and guidance.
- Plans, manages, coordinates, and funds DOD humanitarian demining operations and related activities.
 - Allocates DOD funds for the DOD humanitarian demining program.
 - Assists host countries in the planning for and establishment of humanitarian demining programs and organizations.
 - Coordinates demining training, mine awareness training, and advanced training for host country humanitarian demining organizations.

Organization of the Joint Chiefs of Staff (OJCS)

The OJCS coordinates policy guidance and provides operational command and control authority for DOD humanitarian demining operations to geographic combatant commanders.

² In FY97, demining funds were provided to the host country through the Nonproliferation, Anti-terrorism, Demining and Related Programs (NADR) account of the foreign operations appropriation.

Geographic Combatant Commanders

- Recommend theater humanitarian demining program priorities through OJCS to OASD(SO/LIC) and the IWG.
- Execute humanitarian demining programs in host countries.
- Act as primary coordinator for U.S. participation in certain multilateral demining operations (e.g., those sponsored by the Organization of American States (OAS)).
- Provide assessments for demining programs and technologies.

Office of the Assistant Secretary of Defense for International Security Affairs (OASD/ISA)

- Acts as country advocate for prospective and existing programs within specific geographic regions.
- Assures that demining programs are in consonance with country-specific DOD policy objectives.
- Coordinates with DOS and other DOD organizations on the prioritization of demining activities.

Defense Security Assistance Agency (DSAA)

- Coordinates with DOS on security assistance policy, budget planning, and execution issues for demining activities.
- Manages host countries' FMF funding accounts.
- Sells defense articles and services utilized for demining to host countries through the FMS program.

United States Agency for International Development (USAID) Role

- Independently, but in coordination with other organizations, plans, designs, and implements limited demining as part of new or ongoing USAID activities consistent with achievement of agency, bureau, and mission strategic objectives. Augments and supports humanitarian demining operations that enable:
 - Provision of emergency assistance to reduce suffering and save lives.
 - Return of refugees to their homeland.
 - Achievement of sustainable development in affected developing countries.
- Coordinates with DOS and DOD on the development and prioritization of demining activities.
- Through the War Victims Fund, provides medical assistance, including prostheses, for landmine victims.

United States Information Agency (USIA) Role

- Ensures that public diplomacy is not a discrete consideration, but permeates all aspects of demining activities.
- Uses media instruments to explain and advocate U.S. policies and messages on demining to host country nationals.
- Informs media contingents overseas that what the U.S. does is good.
- Coordinates in-country information dissemination with psychological operations (PSYOP) and public affairs personnel.

Central Intelligence Agency (CIA) Role

- Provides intelligence support to the IWG.
- Provides assessments of foreign mines and countermining techniques.
- Provides assessments on negotiating positions and monitoring issues.

To successfully integrate this array of roles, responsibilities, and interests, an implementing methodology and multi-year program plan are necessary. The methodology and program planning timeline described in Chapter 4 meet this challenge.

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Chapter 4. Program Management and Planning Timeline

The IWG has adopted a formal methodology to plan and review current and future U.S. assistance programs. Interagency Working Group meetings are scheduled quarterly, or as necessary, to formally review the progress of current U.S. and host country efforts and to approve the establishment of new assistance programs. The quarterly meetings are to review the entire U.S. humanitarian demining program and are synchronized with the budget review process of the Office of Management and Budget and Congress. Figure 4-1 presents the IWG quarterly meeting schedule and key program planning agenda items from January 1997 to January 1998.

IWG Meeting Schedule and Program Timeline						
	IWG Meetings	January 97 Agenda	April 97 Agenda	July 97 Agenda	October 97 Agenda	January 98 Agenda
Program		<ul style="list-style-type: none"> Report final FY 96 Program performance (by country) 				
Fiscal year 1996						
Fiscal year 1997		<ul style="list-style-type: none"> Report project status for each country in FY 97 Program 	<ul style="list-style-type: none"> Report project status for each country in FY 97 Program Receive geographic combatant commander's status report for each ongoing DOD effort 	<ul style="list-style-type: none"> Report project status for each country in FY 97 Program 	<ul style="list-style-type: none"> Report project status for each country in FY 97 Program Receive geographic combatant commander's status report for each ongoing DOD effort 	<ul style="list-style-type: none"> Report overall FY 97 Program performance (by country)
Fiscal year 1998		<ul style="list-style-type: none"> Submit FY 98 Budget Request Develop draft FY 98 Program for all countries For new candidates: <ul style="list-style-type: none"> Identify goals, objectives, and exit strategy Prioritize candidate host countries 	<ul style="list-style-type: none"> For new candidates: <ul style="list-style-type: none"> Report results of policy assessment visits Select HNs for requirements determination site survey 	<ul style="list-style-type: none"> For new candidates: <ul style="list-style-type: none"> Report on results of the requirements determination site surveys Define parameters (scope, measures of effectiveness, constraints & restrictions) Resolve issues 	<ul style="list-style-type: none"> Confirm FY 98 Program (by country) Develop FY 98 Program resourcing package For new candidates: <ul style="list-style-type: none"> Approve/disapprove projects Adjust goals & objectives (if required) Resolve any other issues Notify Congress of intended new programs 	<ul style="list-style-type: none"> Report project status for each country in FY 98 Program
Fiscal year 1999				<ul style="list-style-type: none"> Review prior FY Programs and identify FY 99 Program issues 	<ul style="list-style-type: none"> Identify new candidate HNs for assistance in FY 99 Develop strategy for identifying problems in legislative authorities 	<ul style="list-style-type: none"> Submit FY 99 Budget Request Develop draft FY 99 Program for all countries For new candidates: <ul style="list-style-type: none"> Identify goals, objectives, and exit strategy Prioritize candidate host countries

Figure 4-1. IWG Meeting Schedule and Program Timeline

During its meetings, the IWG reviews and prioritizes countries requiring U.S. demining assistance, determines the type and amount of assistance, and ensures that U.S. assistance efforts are coordinated and integrated with foreign governments and international and nongovernmental organizations.

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Appendix A: The Humanitarian Demining Program Development Process: A Methodology

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The Humanitarian Demining Program Development Process: A Methodology

The President's May 1996 policy to increase the level of U.S. assistance to nations suffering from the ravages of landmines requires a significant expansion of the current humanitarian demining program, plus the addition of new candidate countries. To maximize the efficiency and effectiveness of new assistance programs requires adherence to the vision, goals, and objectives of the USG humanitarian demining program. This appendix delineates a process for selecting a country and developing and executing its assistance program.

The process consists of five steps:

- Assess strategy and policy.
- Determine requirements.
- Develop plans.
- Allocate resources.
- Execute.

Each step provides products for the succeeding step and feedback throughout the process (Figure A-1). Each step also has unique substeps and milestone events. These milestones are documented and reviewed at Interagency Working Group (IWG) meetings where programmatic decisions to continue, modify, or stop the planning, development, or execution effort are made. Detailed descriptions of the five steps follow.

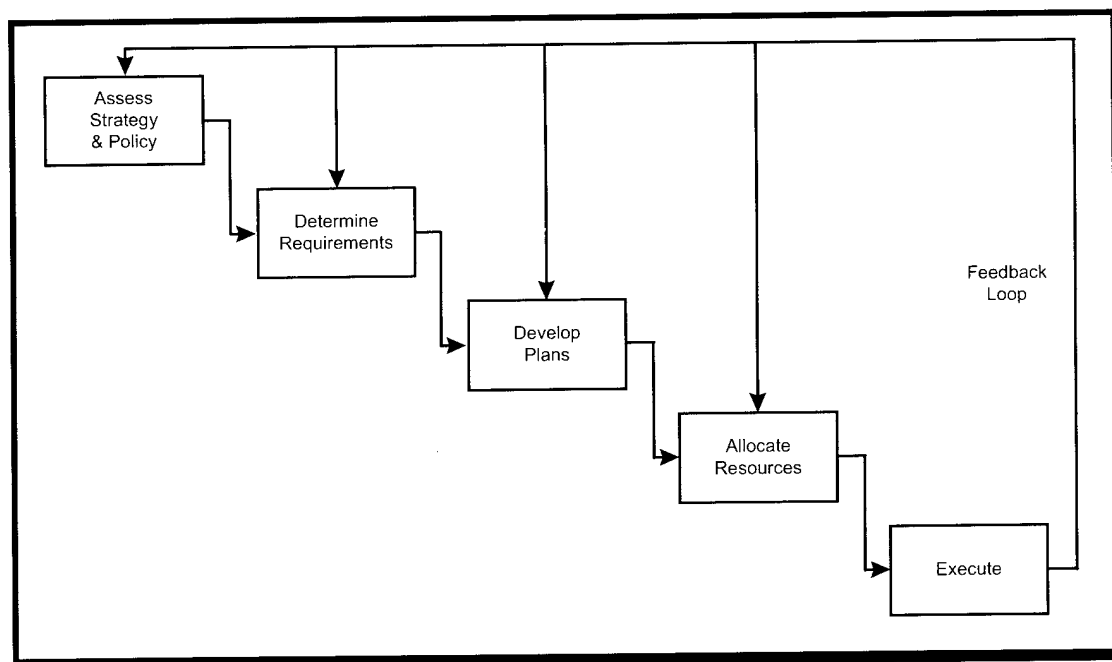


Figure A-1. The Humanitarian Demining Program Development Process

Assess Strategy and Policy

The first step includes reviewing the President's policies and assessing national security and military strategy, policy, legislation, ongoing humanitarian demining programs, and host country needs. After completing this step, the IWG determines the level of U.S. assistance to be provided.

While the overall responsibility for successfully completing this step rests with the IWG, all players participate. Each participant has a role (e.g., the NSC develops the National Security Strategy (NSS), DOS manages the Interagency in reviewing its applicability, DOD assesses the linkage between the National Military Strategy (NMS) and the program, geographic combatant commanders assess regional strategies and cooperative agreements, DSAA tracks legislation impacting security assistance programs, USIA assesses demining policy issues from a public diplomacy perspective, and the country team assesses the country's capability and willingness to sustain the humanitarian demining program).

Review Presidential directives, NSS/NMS, other policy guidance, and legislation

Lead: Interagency Working Group

During this step presidential policy announcements, the NSS, NMS, and Presidential Decision Directives are reviewed. The overarching region-specific and transnational NSS objectives are identified. Emerging concepts and the security environment are analyzed, and a synopsis of key presidential guidance, NSS objectives, and other demining — related guidance is prepared by DOS. DOD assesses the NMS, geographic combatant commander's strategies, and any demining-related guidance. From this information, a continuous thread is established that weaves from the assessment of policy through to execution (Figure A-2). This linkage is critical to ensuring a conceptual understanding of where demining contributes to national goals and where a specific demining effort supports USG humanitarian demining program objectives.

IWG participants track legislation in their respective interest areas and attempt, where practical, to influence legislation affecting the assistance program. For instance, DSAA tracks legislation with an impact on humanitarian demining security assistance programs, and, when necessary, influences or initiates security assistance legislation.

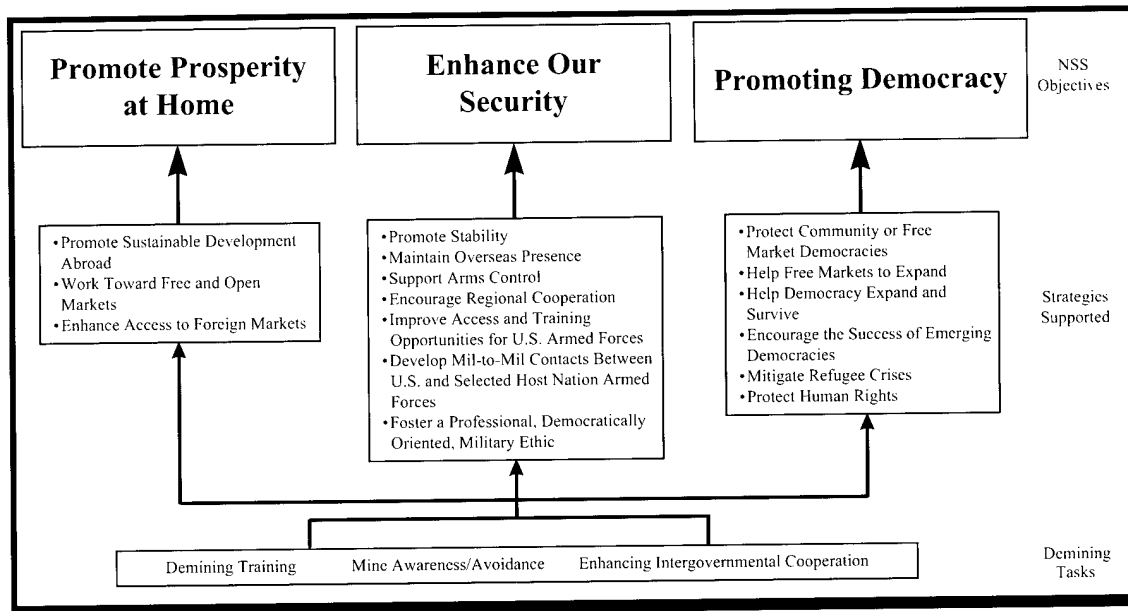


Figure A-2. Linkage Between Humanitarian Demining and the National Security Strategy

Identification and selection of host countries

Lead: Interagency Working Group

Candidate host countries may be identified to the IWG in several ways, including:

- Host country requests U.S. demining assistance.
- Geographic combatant commander, USG agency, or U.S. Embassy identifies need.
- International organizations or NGOs identify need.

To initiate consideration for a demining program in a given country, the IWG must receive a proposal for demining support. This proposal, expressing U.S. interest, may be presented by a State Department bureau representative or by a representative from another USG agency or organization. USG interests may include country access and training opportunities for DOD as well as increasing humanitarian contributions and support to NGOs and other organizations. The IWG then reviews the proposal using the following criteria:

- Hostilities have ceased and a workable peace agreement is in place.
- A formal request for demining assistance has been received from the host country.

Based on the above criteria, the IWG considers selecting the recommended country for formal demining assistance. Factors used in the selection process include:

- USG interests:
 - Promote human welfare.
 - Promote stability, democratic process, and economic growth.
 - Encourage compliance with weapons control policies and conventions.
 - Facilitate rapid repatriation of refugees.
 - Access and training opportunities.
- Severity of the problem:
 - Extent of the landmine problem.
 - Impact on family income and sustenance.
 - Impact on development of local and national economies.
 - Impact on agricultural viability.
- Impact of U.S. assistance:
 - Potential to attract other donors.
 - Opportunity to leverage USG efforts with existing programs.
 - Opportunity to provide resources, equipment, and training.
- Other factors:
 - Host country capability and willingness to devote resources toward a sustainable demining program.
 - Threat of renewed armed conflict and the prospect of new mining after old mines are destroyed.
 - Issuance of a Presidential Determination to allow for security assistance.
 - Safety of USG personnel.

Define demining project goals, objectives, and exit strategy

Lead: Interagency Working Group

To provide focus and direction, goals and objectives for the assistance effort that support those of the USG humanitarian demining program must be developed.

An exit strategy and transition plan must be developed for transferring the program to the host country. Factors influencing the exit strategy include the capabilities of the host country; scope of the effort; funding availability and sources; and ongoing and post-USG involvement of NGOs/PVOs, international organizations, and other nations. Proposed project goals, objectives, and an exit strategy are developed by the IWG Policy subgroup and presented to the IWG.

Conduct policy assessment visit - Milestone Event

Lead: Department of State

The policy assessment visit is designed to clarify assistance requirements and timelines, become familiar with key personalities and players (both U.S. and host country), and prepare the host country for the follow-on site survey. The policy assessment team may include representatives from the DOS, OSD, OJCS, USAID Mission (as appropriate), DSAA, and from the geographic combatant commander. The policy assessment team will meet with the U.S. Chief of Mission and key members of the country team and the host country. They will review whether host country security and political conditions are conducive to program success and whether the USG effort will enjoy the cooperation of the host country. The senior DOS representative will lead the team.

The country team coordinates the arrival of the assessment team with the host country. A letter of introduction may be provided by the host country to introduce the team during its travels throughout the country. The team describes the assistance program in detail and advises the host country of U.S. expectations, support requirements, and the potential impact on the host country. Before leaving the country, the team provides an exit briefing to the U.S. Chief of Mission. The results of the policy assessment visit are documented and reported to the IWG.

This concludes the discussion of step one, *Assess Strategy and Policy*, and its milestone event, Conduct Policy Assessment Visit. The completion of this step and the IWG's approval to continue the process initiate the second step, *Determine Requirements*.

Determine Requirements

The second step includes determining requirements, scope, goals and objectives, exit strategy, measures of effectiveness, constraints, issues, participant's roles, and whether to continue with the planning effort to provide assistance to a candidate host country. While overall responsibility for completing this step rests with the IWG, each agency and organization has an important role.

Conduct requirements determination site survey

Lead: Geographic combatant commander

After a positive policy assessment visit, the IWG requests, through OASD(SO/LIC) to OJCS, that the geographic combatant commander conduct a requirements determination site survey.

Before conducting a site survey, the geographic combatant commander should have the results of the policy assessment (up-to-date political, security, economic, and humanitarian policy concerns); the current goals, objectives, and exit strategy as determined by the IWG;

resource estimates; and any constraints identified by the IWG. The geographic combatant commander will have the best appreciation for the political-military realities as well as potential vulnerabilities for U.S. military participation.

The requirements determination site survey:

- Identifies resource requirements, including funding, personnel, and equipment.
- Identifies logistic requirements (e.g. transportation).
- Identifies infrastructure requirements.
- Determines survey and marking requirements.
- Assesses ongoing efforts (e.g., by the host country; IOs, NGOs, and PVOs; and other countries).
- Identifies factors that will effect development of the course of action (COA) (e.g., desires of the ambassador). Again, coordination with the country team and desk officers is critical. For example, USIS can provide recommendations on the best way to proceed with demining efforts based on cultural peculiarities and can conduct public opinion surveys in advance of the team's arrival.
- Validates the security and political environment of the country.
- Clarifies the policy concerns, goals, objectives, and exit strategy determined by the IWG, if necessary.
- Resolves administrative issues.

The survey team may include:

- Geographic combatant commander demining staff officers.
- Geographic combatant commander-appointed program manager.
- Representatives from:
 - Special Operations Forces (SOF): including Special Forces (SF), Civil Affairs (CA), and Psychological Operations (PSYOP).
 - The non-SOF community (e.g., logisticians, engineers, EOD, U.S. Marine Corps (USMC), doctors, physiotherapists, and U.S. Navy (USN) Seabees, as appropriate).
 - Supporting units.
 - USAID and USIS.

The survey results are documented and forwarded to the IWG via the OJCS and OASD(SO/LIC).

Define project parameters

Lead: Interagency Working Group

Using the results of the site survey and other available documentation, the IWG establishes the parameters of the assistance effort. These include:

- Project scope.
- Measures of effectiveness. Responsibility for reporting project measures of effectiveness vary depending on the nature of the measures, size and makeup of the country team, involvement of contractors and NGOs, etc.
- Constraints and restrictions.
- Roles of participants. Coordination with other organizations such as NGOs, other donors, and the UN may be necessary to synergize USG efforts with those planned or ongoing in-country.
- Resolution of disagreements.

Approve or disapprove project - Milestone Event

Lead: Interagency Working Group

The policy subgroup meets and reviews the project documentation collected to date, which includes: DOS and geographic combatant commander country plans; USAID's Results Review and Resource Request (R4) or Emergency and Transition Assistance Plan; policy assessment and site survey reports; updated political, security, economic, and humanitarian policy concerns; and project parameters. The IWG policy subgroup provides a recommendation to the IWG to approve or disapprove the project.

This concludes the discussion of step two, *Determine Requirements*, and its milestone event, Approve or Disapprove Project. The completion of this step and the approval of the IWG to continue with the process initiate the third step, *Develop Plans*.

Develop Plans

The third step includes developing a preferred course of action. Major planning issues and possible solutions are identified and included in the geographic combatant commander's draft project plan. While the overall responsibility for coordinating and completing this step rests with the IWG, the combatant commanders and country teams play significant roles.

Develop and issue planning guidance

Lead: OASD(SO/LIC)

When the demining assistance project is approved, OASD(SO/LIC) issues planning guidance to the geographic combatant commanders through the OJCS. OASD(SO/LIC) guidance includes:

- A request for a course of action with detailed resource estimates.
- Current political, security, economic, and humanitarian policy concerns.
- Constraints and restrictions list.
- Measures of effectiveness.
- Timeline.

Develop course of action

Lead: Geographic combatant commanders/USAID Contractors and Grantees

The geographic combatant commander's COA is reviewed by OJCS and OASD(SO/LIC) for conformance to planning guidance and support of U.S. goals and objectives. COAs supporting USAID operations are prepared by the contractor/grantee and reviewed by USAID. DOD and USAID COAs are reviewed by the IWG.

Identify and resolve major planning issues

Lead: Interagency Working Group

The geographic combatant commander's evaluation of the preferred COA may identify issues, most of which will be resolved by the geographic combatant commander, either internally or working with the country team and the host country. Issues that cannot be resolved will be addressed by the IWG.

Prepare final draft plan - Milestone Event

Lead: Geographic combatant commanders/USAID Contractors and Grantees

Once all substantive issues are resolved, a draft final plan is prepared. For DOD deployments, OASD(SO/LIC) requests OJCS transmit the appropriate directives and guidance to the geographic combatant commander to submit a final draft plan (unresourced).

This concludes the discussion of step three, *Develop Plans*, and its milestone event, Prepare Final Draft Plan. The completion of this step and the submission of the draft final plan initiate the fourth step, *Allocate Resources*.

Allocate Resources

The fourth step includes identifying resources, constraints and spending limitations, resource gaps and alternatives to fill them, and commitments from funding agencies. While the overall responsibility for this step rests with the IWG, individual funding agencies and the geographic combatant commanders play significant roles.

Identify resources and gaps

Lead: Interagency Working Group

The IWG policy subgroup identifies potential resources, constraints, and limitations. Funding for most assistance efforts requires multiple sources (e.g., USAID's multi-year development assistance funds, DOS' FMF funds (which are administered by DSAA) to purchase U.S. defense articles and services through the FMS program, and DOD's operations and maintenance (O&M) funds for troop deployments and training activities). Materiel resources are also identified, including DOD's Excess Defense Articles (EDA) and humanitarian assistance excess property. The use of funds to support immediate NGO or UN involvement to initiate the effort is also considered.

As the geographic combatant commanders plan, resourcing gaps may appear. Working closely with the OJCS, Services, host country, USAID, and the country team, the geographic combatant commander will attempt to close these gaps. OJCS will coordinate with the geographic combatant commander to resolve or mitigate issues and adjust the COA, if needed. Unresolved issues are forwarded to the IWG policy subgroup for resolution. If resourcing gaps remain, the COA, schedule, or level of assistance will be adjusted.

Develop resourcing package

Lead: Interagency Working Group

Because the funding for humanitarian demining programs is complex, the IWG strives to obtain resource commitments from specific funding organizations. Budget authority for DOD funds is transferred to the geographic combatant commander in accordance with standard procedures. FMF funds are appropriated by Congress and apportioned by OMB to DSAA, which places the funds in host countries' FMS accounts per the recommended allocations, for disbursement on FMS purchases. USAID's funds are not controlled by the IWG.

Approve resourced plan for execution - Milestone Event

Lead: Interagency Working Group

Once the geographic combatant commander's final draft plan has been resourced, it is approved by the IWG for execution.

This concludes the discussion of step four, *Allocate Resources*, and its key milestone event, Approve Resourced Plan for Execution. The IWG's approval of this step initiates the fifth step, *Execution*.

Execute

The fifth and final step includes implementing the humanitarian demining plan. While overall responsibility for this step rests with the plan executor, the geographic combatant commanders, or USAID, the IWG plays a significant role.

Manage and coordinate demining activities

Lead: Geographic combatant commander/USAID

The composition of the geographic combatant commander's project team will vary, depending on the results of the requirements determination survey. It will normally consist of SOF (SF, CA, and PSYOP) and may include conventional forces from the U.S. Army (engineers and EOD), the USN (Seabees), and USMC (EOD and CA). The geographic combatant commander works closely with the host country to establish a national demining organization (NDO) which:

- Serves as a central mine data and collection management center.
- Serves as a resource conduit.
- Coordinates efforts and monitors progress.
- Coalesces and encourages host country interagency cooperation.

The geographic combatant commander's program manager acts as the primary point-of-contact for all in-country demining activities. The program manager also coordinates with the host country, contractors, and IOs, NGOs, and PVOs.

The USAID Mission Director or Bureau manages the USAID demining program in the host country and closely coordinates the effort with the geographic combatant commander.

Conduct demining training

Lead: Geographic combatant commander/Department of State

Demining training programs led by the geographic combatant commander focus on identifying and training host country personnel on the conduct, supervision, and instruction of demining operations and procedures. To minimize long-term U.S. involvement and to ensure that the host country is capable of sustaining operations, training is conducted using the "train-the-trainer" methodology. Training is normally conducted by SOF, but may be conducted by other military elements (e.g., engineers).

The host country may also purchase training through the FMS program (led by DOS and DSAA), under the authority of the Arms Export Control Act (AECA). The purchase of training through the FMS program is initiated by the host country, approved by the State Department and implemented through DSAA. Such FMS purchases must be in accordance with DOD Manual 5105.38-M and other applicable federal regulations. Also, the AECA restricts the role of U.S. personnel in training (e.g., personnel providing defense services, including training, are prohibited from performing duties of a combatant nature).

Conduct mine awareness training

Lead: Geographic combatant commander/USAID

Host country personnel are trained in procedures to develop and maintain a mine awareness campaign. USAID uses grantees or contractors to conduct mine awareness training. The geographic combatant commander trains host country personnel. USIS supports USG efforts by creating public awareness, which encourages the host country to sustain its own demining effort. The desired training end state is to have trained host country personnel capable of developing and executing a host country-led mine awareness campaign.

Provide support to host country NDO

Lead: Geographic combatant commander

The geographic combatant commander provides direct support and training to the host country NDO in program management, administration, logistics, supply management, maintenance, and data processing. The desired end state is to have a fully functional host country NDO capable of managing the country's demining program.

Provide program assessment

Lead: Geographic combatant commander

During the period of direct U.S. military involvement, the geographic combatant commander provides semi-annual status reports to the IWG (through OJCS and OASD(SO/LIC)), which address:

- Summary of ongoing and future actions.
- What has changed since the last report and why.
- The status of measures of effectiveness.
- Lessons learned.

Transition program to host country - Milestone Event

Lead: Geographic combatant commander

Once project goals, objectives, and exit criteria are met, the geographic combatant commander, after consultation with the U.S. Embassy, informs the IWG through the OJCS. Working with the country team, the geographic combatant commander then transitions the program to the host country and begins withdrawal of U.S. military trainers.

To maintain program quality, the transition process may include:

- A stay-behind liaison provided by the geographic combatant commander.
- Follow-on assessments provided by the geographic combatant commander.
- Additional training.
- Regular program monitoring by the country team.

This concludes the discussion of step five, *Execute*, and its key milestone event, Transition Program to Host Country.

Conclusion

This concludes the description of the program development process and its five steps: Assess Strategy and Policy, Determine Requirements, Develop Plans, Allocate Resources, and Execute. The IWG, with input from the geographic combatant commander, continuously assesses the assistance effort by measuring and reporting progress throughout the life of the program.

Figure A-3 identifies the participants for each step. In most cases, only one lead, deputy lead, and approving authority are reflected.

- L - Lead. Primary responsibility and first among equals.
- DL - Deputy Lead. Assists the Lead.
- A - Approving authority (if applicable).
- C - Coordination required.

Categorizing the various participants in this way ensures each step has a proponent and participants understand their roles and responsibilities.

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**Humanitarian Demining Program Development
Process Responsibilities Matrix**

<div><div><div></div></div><div>Key Organizations</div></div> <div>Program Development Process</div>														
	Assess Strategy and Policy													
	Review Presidential directives, NSS/NIMS, other policy guidance, and legislation	L	C	C	DL		United States Agency for International Development	United States Information Agency	Host Country	Office of the Assistant Secretary of Defense for Special Operations/Low Intensity Conflict	Organization of the Joint Chiefs of Staff	Geographic Combatant Commanders	Office of the Assistant Secretary of Defense for International Security Affairs	Defense Security Assistance Agency
	Identification and selection of host countries	A			L	C	C	C	C	C	C	C	C	C
	Define demining project goals, objectives, and exit strategy	L			C	DL	C	C	C	C		C		C
	Conduct policy assessment visit - Milestone Event	A			L	C	C	C	C	DL		C		
	Determine Requirements													
	Conduct requirements determination site survey					DL		C	C			L		
	Define project parameters	L			C	C	L*/C	C	C	C		DL		
	Approve or disapprove project - Milestone Event	A						C					C	C
Develop Plans														
Develop and issue planning guidance									L	DL	C			
Develop course of action						C	L*	C		DL	L			
Identify and resolve major planning issues	L				C	C	C	C		DL	C			
Prepare final draft plan - Milestone Event							L*		C	DL	L			
Allocate Resources														

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Appendix B: Overview of Humanitarian Demining Funding

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Overview of Humanitarian Demining Funding

Background

Since 1993, Congress has provided funding for the USG humanitarian demining program. These funds are earmarked for demining and appropriated to the Department of Defense and the Department of State.

Eight legislative committees have purview over demining funding:

- Defense
 - Appropriation
 - House Appropriations Committee, Subcommittee on National Security.
 - Senate Appropriations Committee, Subcommittee on Defense.
 - Authorization
 - House National Security Committee.
 - Senate Armed Services Committee.
- Foreign Operations
 - Appropriation
 - House Appropriations Committee, Subcommittee on Foreign Operations.
 - Senate Appropriations Committee, Subcommittee on Foreign Operations.
 - Authorization
 - House International Relations Committee.
 - Senate Foreign Relations Committee.

Each appropriation used to support U.S. humanitarian demining efforts is different and has unique authorities on the usage, transfer, and lifetime of each fund. These authorities change frequently, virtually every year. Congressional recommendations for expenditures in a specific country are common.

Department of Defense

The Department of Defense funds are planned, programmed, and budgeted for by the OASD(SO/LIC) through DOD's Planning, Programming, and Budgeting System (PPBS). The PPBS is a major national-level system related to the joint operation planning and execution process. After appropriation, O&M funds are transferred to the geographic combatant commanders to execute humanitarian demining projects in accordance with their approved plans.

Remaining funds support humanitarian demining efforts such as travel, conferences, support, and information sharing activities.

OASD(SO/LIC) is also responsible for the humanitarian demining research and development (R&D) program. R&D funds are provided to the U.S. Army Communications and Electronics Command, Night Vision Electronic Sensors Directorate to develop and demonstrate technologies, techniques, and equipment that make demining operations safer, more cost-effective, and more efficient. Efforts are concentrated on mine detection, marking, and neutralization technologies that can be shared with the international community.

Department of State

The Department of State's demining assistance is funded through the Foreign Operations appropriation. The State Department provides demining support funds to international organizations to manage aid for refugee populations, including removal of landmines, through the Migration and Refugee Assistance Account. DOS also provides demining support funds to foreign countries and international organizations through the Foreign Military Financing (FMF) program.³ The State Department budgets and allocates demining support funds in accordance with the priorities set by the IWG.

The security assistance budget, which includes FMF funding, is developed by DOS. Significant input from across the State Department, DOD, USAID, and other agencies and organizations, such as the IWG on Demining, is received during the budget process. Once finalized, the Secretary of State's budget proposal is presented to OMB. After OMB review, reclamas may be made and account levels are finalized. The State Department then prepares the Congressional Presentation Document (CPD) on Foreign Operations to justify the budget to Congress. The CPD is coordinated with DOD through DSAA. Once it is published it is delivered to Congress along with the President's budget. Both DOS and DOD officials may present congressional testimony in defense of the President's foreign operations request.

After congressional appropriations are made, the OMB apportions FMF funds to DSAA. The FMF funds are allocated in accordance with the IWG's recommendations based on the country's proposed demining plans. FMF demining funds may remain in the country's respective account for up to six years from the time the money is appropriated until it is disbursed.

U.S. Agency for International Development

USAID is funded through the Foreign Operations appropriations. Its funds support programs developed in accordance with the strategic objectives of the USAID Mission and the Agency goals of encouraging broad-based economic growth, protecting the environment, stabilizing world population growth and protecting human health, and building democracy.

³ In FY97, demining funds were provided to the host country through the Nonproliferation, Anti-terrorism, Demining and Related Programs (NADR) account of the foreign operations appropriation.

USAID's focus is on development (helping people to help themselves) and humanitarian assistance. For emergency assistance, a "notwithstanding" clause allows the Agency to react quickly in a disaster assistance role and bypass restrictions associated with contracting (e.g., in competitive bids for contracting). USAID's mandate as a development agency, however, is different from other agencies, placing priorities on demining when landmines impede (1) rapid provision of disaster assistance or (2) achieving sustainable development objectives, in which case the Agency can clear farm-to-market roads and agricultural lands as part of a larger effort to "jump start" the economy. USAID demining activities generally take place when USAID's Mission programs in the host country are impeded by the presence of landmines. Disaster and development funding is limited.

U.S. Information Agency

USIA budget requests from the field are submitted by posts through a country plan process which is linked to priorities in the U.S. Embassy's Mission Program Planning document. Public affairs activities identified by the U.S. Mission are funded by the USIS post general operating budget. If there is a large unexpected need for public affairs demining support, the Public Affairs Officer (PAO) has two options: (1) to turn to the USIA area office, or (2) to request support from other USG agencies. Out-of-cycle requests for programs and conferences are usually paid by the USIS.

In the past, very little was budgeted specifically for USIS support to demining programs. In the few countries where public diplomacy programming requests for demining did occur, the U.S. Chief of Mission's special or community fund was used. These programs included production and video development and tours of demining operations for high profile visitors. The most prevalent source of USIS funding often came out of the Ambassador's Self-Help or Democracy and Human Rights Funds, or USAID. Some of USIA's large projects were funded by DOD and USAID.

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Appendix C: Glossary

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Glossary

AECA	Arms Export Control Act
AID Mission Directors	Responsible for United States Agency for International Development programs, including dollar and local currency loans, grants, and technical assistance.
Anti-personnel Landmine (APL)	The term "anti-personnel landmine" means any munition placed under, on, or near the ground or other surface area, delivered by artillery, rocket, mortar, or similar means, or dropped from an aircraft and which is designed, constructed or adapted to be detonated or exploded by the presence, proximity, or contact of a person. The term "anti-personnel landmine" does not include command detonated Claymore munitions. (Leahy Amendment, signed into law February 12, 1996, "Moratorium on Use of Antipersonnel Landmines," section 583)
ASD/ISA	Assistant Secretary of Defense, International Security Affairs
CA	Civil Affairs
CIA	Central Intelligence Agency
CINC	Commander in Chief. Commander of a combatant command. Addition of the word "geographic" [or regional] to CINC or combatant commander describes a combatant commander of a unified command that includes a general geographic area of responsibility; adding the word "functional" to a CINC or combatant commander describes a combatant commander of a unified command with functional responsibilities. (Joint Pub 0-2)
COA	Course of Action

Country Team	The senior, in-country, U.S. coordinating and supervising body, headed by the Chief of the U.S. diplomatic mission, and composed of the senior member of each represented department of agency, as desired by the Chief of the U.S. diplomatic mission. (Joint Pub 1-02)
Demining	The complete removal of all landmines from an area in order to safeguard civilian populations. (<i>Hidden Killers</i> , 1994)
DOD	Department of Defense
DOS	Department of State
DOS/PM	Department of State, Bureau of Political-Military Affairs
DOS/PRM	Department of State, Bureau of Population, Refugees, and Migration
DSAA	Defense Security Assistance Agency
EDA	Excess Defense Articles
EOD	Explosive Ordnance Disposal
FMF	Foreign Military Financing
FMS	Foreign Military Sales
Geographic Combatant Commander	See CINC.
Goals	A goal is the purpose toward which an endeavor is directed. The organization derives strategic goals by analyzing the goals of higher headquarters, analyzing the current state of the organization, and determining how to attain the vision.

Humanitarian Demining	The safe, effective, and cost-effective clearance of mines from land in order that life can return to normal. (Matt Matulewicz, International Conference on Mine Clearance Technology (Denmark, 2-4 July, 1996), paper entitled <i>Safety Standards for Mine Clearance Operations</i>)
Interagency	USG departments and agencies involved in the USG humanitarian demining effort.
International Organizations (IOs)	Organizations with global influence, such as the United Nations and the International Committee of the Red Cross. (From Joint Pub 3-08. Approved for inclusion in the next edition of Joint Pub 1-02.)
IWG	Interagency Working Group
Landmine	Any munition designed and manufactured to be detonated after it has been laid by the presence, proximity, or contact of a person or vehicle. (<i>Hidden Killers</i> , 1994)
Mine Awareness Training	A program to assist host country governments, international organizations, and nongovernmental organizations to train local populations to deal with landmines until the mines can be permanently removed. (<i>Hidden Killers</i> , 1994)
NADR	Nonproliferation, Anti-terrorism, Demining and Related Programs account of the State Department's Foreign Operations budget (Function 150)
NDO	National Demining Organization
NMS	National Military Strategy

Nongovernmental Organization (NGO)	Transnational organization of private citizens that maintains a consultative status with the Economic and Social Council of the United Nations. Nongovernmental organizations may be professional associations, foundations, multinational businesses, or simply groups with a common interest in humanitarian assistance activities (development and relief). "Nongovernmental organizations" is a term normally used by non-United States organizations. (<i>Joint Pub 1-02, DOD Dictionary of Military and Associated Terms</i> and <i>Joint Pub 3-08, Interagency Coordination During Joint Operations</i>)
NSC	National Security Council
NSS	National Security Strategy
O&M	Operations and Maintenance
OAS	Organization of American States
OASD/ISA	Office of the Assistant Secretary of Defense for International Security Affairs
OASD(SO/LIC)	Office of the Assistant Secretary of Defense for Special Operations/Low-Intensity Conflict
Objectives	Objectives clarify how goals will be met by providing a measurable focus. Objectives enable the development of performance goals. Each objective has one or more performance goals.
OJCS	Organization of the Joint Chiefs of Staff
OMB	Office of Management and Budget
OSD	Office of the Secretary of Defense
PAO	Public Affairs Officer (USIS/DOD). Press and cultural affairs specialists who maintain close contact with the local press and with resident or visiting U.S. journalists.
PPBS	Planning, Programming, and Budgeting System

Private Voluntary Organization (PVO)	Non-profit humanitarian assistance organizations involved in development and relief activities. Private voluntary organizations are normally United States-based. "Private voluntary organization" is often used synonymously with the term "nongovernmental organization." (<i>Joint Pub 1-02, DOD Dictionary of Military and Associated Terms</i> and <i>Joint Pub 3-08, Interagency Coordination During Joint Operations</i>)
PSYOP	Psychological Operations
R4	USAID's Results Review and Resource Request. The USAID R4 process links resource allocations and performance.
RDT&E	Research, Development, Test, and Evaluation
Special Forces (SF)	U.S. Army forces organized, trained, and equipped specifically to conduct special operations. (<i>Joint Pub 1-02, DOD Dictionary of Military and Associated Terms</i>)
Special Operations Forces (SOF)	Those active and reserve component forces of the Military Services designated by the Secretary of Defense and specifically organized, trained, and equipped to conduct and support special operations. (<i>Joint Pub 1-02, DOD Dictionary of Military and Associated Terms</i>)
Train-The-Trainer Methodology	A concept for training instructors who then train other personnel in learned techniques. (<i>Hidden Killers</i> , 1994)
U.S.	United States
USG	United States Government
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
USIA	United States Information Agency

USIS	United States Information Service. The overseas arm of the USIA.
USMC	United States Marine Corps
USN	United States Navy
Vision	A guiding statement of an organization that represents the ideal state of the organization.

Appendix D: Selected Bibliography

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Appendix E. The President's Anti-Personnel Landmine Policy

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White House Press Release

Fact Sheet

The White House

Office of the Press Secretary

For Immediate Release

May 16, 1996

Fact Sheet

U.S. Announces Anti-Personnel Landmine Policy

People in 64 countries, mostly in the developing world, face a daily threat of being killed or maimed by the estimated 100 million landmines in place today. Anti-Personnel Landmines (Apl) claim more than 25,000 casualties each year, obstruct economic development and keep refugees from returning to their homeland. As more than a million mines are still being laid each year, they will remain a growing threat to civilian populations for decades unless action is taken now.

The U.S. initiative sets out a concrete path to a global ban on Apl but ensures that as the United States pursues this ban, essential U.S. military requirements and commitments to our allies will be protected.

International Ban - The United States will aggressively pursue an international agreement to ban use, stockpiling, production, and transfer of anti-personnel landmines with a view to completing the negotiation as soon as possible.

Korea Exception - The United States views the security situation on the Korean Peninsula as a unique case and in the negotiation of this agreement will protect our right to use Apl there until alternatives become available or the risk of aggression has been removed.

Ban on Non-Self-Destructing Apl - Effective immediately, the United States will unilaterally undertake not to use, and to place in inactive stockpile status with intent to demilitarize by the end of 1999, all non-self-destructing Apl not needed to (a) train personnel engaged in demining and countermining operations, or (b) defend the United States and its allies from armed aggression across the Korean Demilitarized Zone.

Self-Destructing Apl - Between now and the time an international agreement takes effect, the United States will reserve the option to use self-destructing/self-deactivating Apl, subject to the restrictions the United States has accepted in the Convention on Conventional Weapons, in military hostilities to safeguard American lives and hasten the end of fighting.

Annual Report - Beginning in 1999, the Chairman of the Joint Chiefs of Staff will submit an annual report to the President and the Secretary of Defense outlining his assessment of whether there remains a military requirement for the exceptions noted above.

Program to Eliminate - The President has directed the Secretary of Defense to undertake a program of research, procurement, and other measures needed to eliminate the requirement for these exceptions and to permit both the United States and our allies to end reliance on Apl as soon as possible.

Expanding Demining Efforts - The Department of Defense will undertake a substantial program to develop improved mine detection and clearing technology and to share this improved technology with the broader international community. The Department of Defense will also significantly expand its humanitarian demining program to train and assist other countries in developing effective demining programs.

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**Appendix F. Secretary of Defense Memorandum for Implementation of the
President's Decision on Anti-Personnel Landmines**

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THE SECRETARY OF DEFENSE

WASHINGTON, DC 20301-1000

17 JUN 1996

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL
DIRECTOR, OPERATIONAL TEST AND EVALUATION
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: Implementation of the President's Decision on Anti-Personnel Landmines

I direct all elements of the Department of Defense to fully implement the President's new policy on Anti-Personnel Landmines. The key elements of that policy follow:

- The United States will aggressively pursue an international agreement to ban use, stockpiling, production, and transfer of anti-personnel landmines (APL) with a view to completing the negotiations as soon as possible.
- The United States views the security situation on the Korean Peninsula as a unique case and in the negotiations of this agreement will protect our right to use APL there until alternatives become available or the risk of aggression has been removed.
- Effective immediately, the United States will unilaterally undertake not to use, and to place in inactive stockpile status with intent to demilitarize by the end of 1999, all non-self-destructing APL not needed for (a) training personnel engaged in demining and countermining operations, and (b) to defend the United States and its allies from armed aggression across the Korean demilitarized zone.
- Between now and the time an international agreement takes effect, the United States will reserve the option to use self-destructing/self-deactivating APL, subject to the restrictions the United States has accepted in the Convention on Conventional Weapons, in military hostilities to safeguard American lives and hasten the end of fighting.
- Beginning in 1999, the Chairman of the Joint Chiefs of Staff will submit an annual report to the Secretary of Defense and the President outlining his assessment of whether there remains a military requirement for the exceptions noted above.

- The Secretary of Defense is directed to undertake a program of research, procurement, and other measures needed to eliminate the requirement for these exceptions and to permit both the United States and its allies to end reliance on APL as soon as possible.
- The Department of Defense will undertake a substantial program to develop improved mine detection and clearing technology and to share this improved technology with the broader international community. The Department of Defense will also significantly expand its humanitarian demining program to train and assist other countries in developing effective demining programs.

Please ensure your policies and programs are fully consistent with this new policy. In addition, I am directing the following specific efforts:

Begin Research and Procurement of Alternatives

- The Under Secretary of Defense for Acquisition and Technology will start a major development effort to:
- Assess the full range of technology and identify promising alternatives for anti-personnel landmines;
- Identify funding needs for development and procurement of alternatives at the fastest responsible rate for FY98 and subsequent fiscal years; and
- Provide a status report on these efforts to the maximum possible extent during the summer review, but no later than the start of the development of the FY 1998 DoD Budget Estimate Submission this fall, outlining the research, development and procurement phases and any critical gaps in capabilities.

Develop Operational Doctrine, Tactics and Plans

The Chairman of the Joint Chiefs of Staff will:

- Direct modification of war plans to account for no use of NSD APL (CINCUNC excepted);
- Direct changes in war plans, joint doctrine and training to reduce and eliminate the reliance on APLs, consistent with the President's new policy; and
- Direct the Services to begin development of tactics and Service doctrine eliminating the need to rely on self-destructing APLs in anticipation of prompt international agreement to ban all anti-personnel landmines.

The Assistant Secretary of Defense for Strategy and Requirements will:

- Review contingency plans and military operational plans to advise the USD(P) in meeting his statutory requirement to integrate plans;
- Identify critical APL-related tasks needed to carry out military strategies and assess the capability of current and programmed forces to perform these critical tasks under provisions of the President's new policy; and
- Monitor and provide policy input to the military requirements and processes for proposed alternatives for anti-personnel landmines.

Remove Non-Self-Destructing Landmines

The Chairman of the Joint Chiefs of Staff will:

- Initiate steps to remove all non-self-destructing APL (M-14 and M-16) from unit basic ammunition loads (CINCUNC excepted); and
- Develop plans for removal of all NSD APL from pre-positioned stocks (CINCUNC excepted).

The Under Secretary of Defense for Acquisition and Technology will:

- Provide the Services the appropriate guidance to complete removal, transport, and demilitarization of NSD APL not needed for (a) training or (b) defense of South Korea by 31 December 1999; and
- Prepare a plan to assure demilitarization of all APL once an international agreement is reached or they are no longer certified as needed by the CJCS to the Secretary and the President.

Expand Humanitarian Demining R&D

The Assistant Secretary of Defense for Special Operations and Low Intensity Conflict, consistent with his demining responsibilities and in conjunction with the Under Secretary of Defense for Acquisition and Technology led Integrated Product Team (IPT) on landmine issues, will accomplish and report the following through the USD(A&T):

- Identify the most promising humanitarian demining R&D programs.

- Provide a recommended program by August 31, 1996, outlining plans for (a) pursuing identified promising R&D programs; (b) developing a program for sharing appropriate demining technology with the broader international community; and (c) assessing how this technology effort can contribute to the broader humanitarian demining effort.

Expand Humanitarian Demining Efforts

The Assistant Secretary of Defense for Special Operations and Low Intensity Conflict will outline proposals for "significantly expanding" its humanitarian demining operations program by 1 August 1996. These proposals should include:

- Quantitative expansion of current approaches;
- Options for different approaches altogether, perhaps developed in consultation with other government as well as non-governmental organizations involved in the demining effort;
- Specific alternatives with substantive goals and associated timelines; and
- Explanation of how these DoD efforts would contribute to the government-wide effort.

Conclusion:

The new policy on anti-personnel landmines strikes an important balance between military and humanitarian imperatives. Please ensure your component of the Department of Defense fully implements it.

William J. Perry

Appendix G. IWG Charter

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ADVANCE COPIES

NATIONAL SECURITY COUNCIL
WASHINGTON, D.C. 20506

SEP 13 1993

September 13, 1993

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S/S-2
IST TO: S/S-ISUPV.
ACTION: PENDING

MEMORANDUM FOR MARC GROSSMAN
EXECUTIVE SECRETARY
DEPARTMENT OF STATE

SUBJECT: Creation of an Interagency Working Group on
Demining

The National Security Council requests that the Department of State create an Interagency Working Group (IWG) on Land Mines and Demining. The Chair of the IWG shall be the Assistant Secretary of State for Political-Military Affairs (or his designee), and the vice chair shall be the Assistant Secretary of Defense for Democracy and Peacekeeping (or his designee). The IWG shall include representatives from the State Department's Office of Refugee Programs and Bureau of International Organizations, USAID, USAID's Office of Foreign Disaster Assistance, the Joint Chiefs of Staff, and other agencies of the USG as the chair and vice chair deem appropriate.

The IWG shall have the following objectives:

- o To establish a comprehensive data base of countries requiring demining assistance.
- o To develop a strategy for ~~for~~ encouraging other governments--especially those that have previously participated in mining activities beyond their borders--to participate or lead in demining operations.
- o To develop a prioritized list of countries that require USG demining assistance (including the specific type and amount of assistance required, and a proposed time frame).
- o To determine in what form the USG will provide demining assistance, and to identify and develop the appropriate equipment and training programs that will constitute this assistance.
- o To integrate, where appropriate, USG demining assistance programs with similar programs run by the United Nations, other international organizations, and various non-governmental organizations.
- o To oversee the allocation of USG demining assistance resources.

- o To develop USG policy on international agreements to restrict the use, production, and trade of landmines.
- o To initiate research and development into cost-effective demining techniques.
- o To develop policy recommendations with respect to ratification of the 1981 Conventional Weapons Convention, or concerning any modifications to the Convention.

for Kristie A. Kenney
William H. Itoh
Executive Secretary